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ROUTING AND RECORD SHEET

DD/A Registry  
File Training

SUBJECT: (Optional)

DCI Fellowship Project: Executive Management Functioning within the Central Intelligence Agency"

FROM:

EXTENSION

NO.

DATE

25X1 DCI Fellow CSI/OTR  
25X1 Room 1036 C of C

19-2901

6 September 1979

TO: (Officer designation, room number, and building)

DATE

OFFICER'S INITIALS

COMMENTS (Number each comment to show from whom to whom. Draw a line across column after each comment.)

RECEIVED

FORWARDED

3 Mr. Donald Wortman  
Deputy Director for  
Administration

9/19

AW

Following our meeting of 31 July 1979, I began preparation of the paper outlining my DCI Fellowship Project in detail.

1 Mr. Daniel May  
Associate Deputy  
Director for Administration

9/13

DM

Two (2) copies of the Project outline are attached...for your retention.

After contacts with various elements of the Office of Personnel (including [redacted]

[redacted] who, at the time, was working on a draft proposal for the Agency's Senior Intelligence Service), I was able to finalize the design for the Project. No major alterations in the design presented in the attached outline are anticipated.

On 2 August 1979, I met with [redacted] (SA/DDCI) who similarly requested a detailed outline of the Project...as a convenient means for informing Mr. Carlucci. Copies of this same outline are being forwarded to [redacted]


At present, I am interviewing selected Agency Executive Managers to finalize the design of the Survey device used in the Project

DCI Fellow

25X1

DCI FELLOWSHIP  
PROJECT

EXECUTIVE MANAGEMENT FUNCTIONING  
WITHIN THE  
CENTRAL INTELLIGENCE AGENCY

  
DCI Fellow  
Center for the Study of  
Intelligence  
Office of Training  
29 August 1979

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## EXECUTIVE SUMMARY

Recommendations by the NAPA Team regarding Agency Executive selection and development, the recent Civil Service Reform Act and the Agency commitment to the concept of a Senior Intelligence Service all draw attention to the need for a systematic identification and categorization of the job demands of Agency Executive Management positions. The DCI Fellowship Project described herein is designed to achieve reliable identification of these job demands (to be presented in terms of job behaviors regarded by Agency Executive Managers as "critical" to effective functioning in their respective positions).

The data to be collected through the Project are of several types: ratings of criticality of job behaviors collected from the present cadre of Agency Executive Managers by means of a Survey device (the Critical Behaviors Survey or 'CBS'); information regarding qualitative dimensions of Executive Functioning collected by means of individual interviews with selected Agency Executive Managers; information regarding pace and variety of Executive job activities collected by personal secretaries to selected Agency Executive Managers.

The reliability of findings regarding Executive job functioning is subject to the influence of many factors which, though they cannot be eliminated, nevertheless may be documented and controlled. For this reason, the Project features a series of Design Controls including: collection of data by means of the CBS from a group of former Agency Executive Managers (Retirees on or before 30 September 1976) to study the influence of changes in job demands as a function of changes in the operating environment; use of data (to be supplied by the Office of Personnel) to study the influence of occupational and work experience on rating behaviors of Executive Managers.

The primary end-products of the Project are two in number: identification of Critical Job-behaviors common to Executive Management Positions in the Agency; identification of clusters or 'families' of Executive Management Positions (Positions which exhibit a high degree of similarity in terms of Critical Job-behaviors, regardless of Position Title, Career Service Designation or occupational specialty of the incumbent Executive).

The secondary end-products of the Project are also two in number: a data-base designed to accommodate future research efforts in the study of Agency Management functioning; a Survey Device (the CBS) specifically designed for use within the Agency which will support future research efforts in the study of Agency Management functioning.

Upon completion of this Project, there will exist: a reliable listing of the dimensions of job-behaviors regarded as critical for responding effectively to the demands of Agency Executive Management positions; and, a reliable listing of the several distinctive patterns of critical job-behaviors which exist across the total range of Agency Executive Management positions (with accompanying lists of the specific Executive Management positions associated with each pattern of job demands). Given these data, it will be feasible to carry out future projects for:

1. identifying criteria for selection of candidates for advancement to Executive positions.
2. identifying criteria for selection into Executive Development Programs;
3. identifying specific needs to be met by Executive Development Programs;
4. identifying the impacts and effectiveness of the reward structure of the currently planned Senior Intelligence Service.

### Background

The utilities of categorizing and grouping jobs (positions) on the basis of their behavioral demands has long been evident to organizations in both the public and private sectors. Nowhere have efforts at such categorizing been more evident (or more successful) than in 'blue-collar', skilled/semi-skilled jobs in industry. The successful grouping of jobs (based upon the critical behaviors demanded by the jobs) provides organizations with an exceptionally powerful tool for accomplishing practical human resource accounting systems and consequent cost-effective management of those human resources.

Once an organization has developed reliable behavioral data regarding the activities demanded by a given range of jobs, the organization finds itself in possession of a rational, empirical basis for decision-making in regard to: recruiting efforts and goals (defined in terms of both the availability of requisite behaviors and skills in applicant pools as well as in terms of the criticality of particular skills to the overall success of the organization); training programs (tailored to sharpen and refine the critical behaviors and skills among high-potential, on-board employees); and, criteria for placement and upgrading (based upon employees' demonstrated competencies in the areas of critical behaviors and skills).

Probably because the work activities of the 'blue-collar' employee are physical in nature and hence, more readily observable, behavioral job analyses abound for the skilled and semi-skilled occupations. At the same time, the success of any organization is necessarily dependent upon the behaviors and skills of its managers. Only limited research efforts have been directed at developing a reliable system for categorizing the behavioral demands of managerial positions. A partial explanation for the dearth of managerial research is that managerial work activities tend to be more intellectual/ psychological in nature and consequently are less readily observable.

There does exist a large body of literature which claims to describe 'what' it is that managers do. These descriptions arise from a vast reservoir of theories of managerial functioning. Their originators do not supply

empirical data in support of the descriptions. Since the descriptions are born out of theory rather than out of observation, the so-called 'manager behavior dimensions' remain rather sterile...they do not translate into activities which are obvious to observers of the manager in the day-to-day work environment.

Beginning in 1959 and continuing, sporadically, into 1979, a total of a half-dozen significant research studies have been produced which treat of observable work behaviors engaged in by managers...visible behaviors either identified by individuals observing the managers or described by the managers themselves (see References). While the methods used in data collection differ across these six studies, they have in common the fact that all include a focus upon the activities of Executive-level Managers. These six studies have provided guidelines for accomplishing final design of this Project.

In the present developmental phase of the Central Intelligence Agency (with the stimuli provided by the NAPA Report as well as by elements of the Civil Service Reform Act), considerable attention is now directed at achieving greater understanding of Executive-level Managerial functioning. It is the appropriate time for addressing the question: "What is it that (Executive-level) Agency Managers do?". With documented answers to this question, the Agency will be in position to provide a factual rationale for its answers to the highly complex questions surrounding criteria for selection into Executive-level Management positions as well as to questions involving structure and functions of Executive Development Programs.

#### DCI Fellowship Project

The present Project is designed to achieve reliable identification of the critical job behaviors of Agency Executive Managers (with the behaviors expressed in terms which translate into activities of the Manager obvious to observers of the Manager in his/her work environment).

There exists an organizational myth which, unless treated here briefly, may distract the reader from the essence of the Project. The myth (or perhaps better labelled as "half-truth") surfaces in the question: "Why undertake a Project of this type since everybody knows what it is Executive-level Managers of the Agency do?"!

It cannot be argued that opinions about managerial job demands are in short supply in the Agency. It likewise cannot be argued there is practical unanimity among these opinions. The core of the Project may be defined as: "the systematic collection and comparison of incumbents' perspectives on the critical job requirements of their positions by means of a design which permits reliable identification of consensus regarding: 1) job demands common to Executive Manager positions in general; 2) job demands common only to certain groups, clusters or 'families' of positions." The core of the Project is, in other words, to concretize and systematize the Agency's body of knowledge regarding the critical behavior demands of its Executive Management positions.

#### Project Design Controls

Only a very naive student of managerial behaviors would assume that all relevant information about critical job demands of Executive Manager positions is to be discovered in incumbents' perspectives on their positions. Executive Managers operate in the real world...not in a vacuum...and the definitions of critical job behaviors will change as a function of changes which occur in his/her operating environment.

Beyond real changes in critical job demand, there always exists a certain amount of unreliability (error) in the manager's perspectives on the demands of his/her position. Some portions of this unreliability are random (arising from perhaps inattention, inadvertance or ignorance) while other portions are attributable to such factors as: a need to describe one's position in a manner which favors the 'ideal' (position enhancing) at the cost of accurately describing the real demands; or perspectives may be affected by values derived from the manager's professional/occupational background (a physicist would most likely use a judgmental yardstick differing from those used by economists or physicians or attorneys); and finally, length of experience in the present position as well as variety and length of experience in other management positions (within and outside the Agency and government) would influence a manager's perspectives on his/her present position.

The foregoing (partial) list of sources of unreliability (error) underscores the importance of careful design controls within the Project. Though the Design Controls cannot

eradicate the various sources of unreliability, they do permit the researcher to identify significant sources of unreliability and to isolate, mathematically, the influence of these sources.

The variety of types of data to be collected, the variety and numbers of individuals from whom data are to be collected and the specific statistical analysis technology selected all represent the Design Controls of the Project. In the Project Chronolog which follows, these Design Controls are presented and explained in terms of their specific functions in the overall Project.

### Project Chronolog

| <u>Time Frame</u> | <u>Item/Activity</u>   |
|-------------------|--|
| Mar-April 79      | <ol style="list-style-type: none"> <li>1. Survey research literature to identify facts and problems in the study of Executive Management functioning.</li> <li>2. Contact external research experts to obtain information and materials.</li> <li>3. Study NAPA Report to insure relevance of Project focus to NAPA Team recommendations.</li> <li>4. Obtain training and carry out self-study to increase Project Officer's mathematical and computer science skills required by the Project. (This activity continues throughout the Project.)</li> <li>5. Select Project Advisory Panel Members; discuss Project concepts with them. (This activity continues throughout the Project.)</li> </ol> |
| May-June 79       | <ol style="list-style-type: none"> <li>1. Select data collection methods; secure authorizations from external research experts to use their materials.</li> <li>2. Adapt and recombine elements of data collection methods; prepare draft survey.</li> <li>3. Select automated data conversion methods (to eliminate keypunch requirements).</li> </ol>  |



Project Chronolog

| <u>Time Frame</u> | <u>Item/Activity</u>   |
|-------------------|--|
| July-Aug 79       | <ol style="list-style-type: none"><li>1. Coordinate Project with Deputy Director for Administration, Director of Personnel and Director of Training.</li><li>2. Study Office of Personnel computer-based data systems in order to:<ol style="list-style-type: none"><li>a. identify the EXECUTIVE GROUP... active-duty Agency employees who, as of 1 September 1979, are listed at EP, SPS or GS-16 and above levels.</li><li>b. identify the RETIREE GROUP... retired Agency personnel who retired on or before 30 September 1976 and who, at retirement, encumbered an Executive position. Comparison of perspectives of the EXECUTIVE and RETIREE Groups provides the control necessary to evaluate possible changes in job demands as a function of changes in the Agency's operating environment.</li><li>c. secure information regarding the EXECUTIVE and RETIREE Groups relative to professional and career factors e.g., professional identification, educational major(s), length of service in present position, length and variety of prior managerial experience. These data provide the control necessary to identify the influence of background factors on Managers' perspectives and to isolate the influence mathematically if required.</li></ol></li><li>3. Contact Project Officers for the Senior Intelligence Service (SIS) effort and the NAPA Report Task Force to avoid duplication and insure coverage of areas of mutual interest.</li></ol> |

Project Chronolog

| <u>Time Frame</u> | <u>Item/Activity</u>  |
|-------------------|---|
| July-Aug 79       | 4. Interview selected Executive Managers within the various agency Directorates to finalize design of the <u>CRITICAL BEHAVIORS SURVEY</u> ...a Questionnaire to be completed by all members of the Executive and Retiree Groups. The Critical Behaviors Survey (CBS) requests the respondent to indicate the relative criticality of some 200 managerial job behaviors for meeting the demands of the position which he/she now occupies. The CBS contains non-obvious elements designed to evaluate the consistency of individual response patterns and to detect tendencies to 'over-describe' the position (the tendency to describe the position in terms of ideal standards rather than real demands).  |
| Sept-Oct 79       | <ol style="list-style-type: none"><li>1. Contact Executive Committee Staff to insure coordination of Project with possible ongoing activities of the Staff.</li><li>2. Obtain authorization/endorsement of Project at DCI, DDCI level in a manner which will enhance responsiveness of participants in data collection efforts. (In order to rapidly finalize design of the CBS, authorization/endorsement of interviews with selected Executive Managers outside DDA is presently required).</li><li>3. Finalize design of CBS and distribute to EXECUTIVE and RETIREE Groups.</li><li>4. Identify a small (approx. 50) representative and randomly selected group of Executive positions. Identify individuals serving as personal secretaries to these positions. Train these secretaries in the methodology for collecting data on Critical</li></ol> |

## Project Chronolog

| <u>Time Frame</u> | <u>Item/Activity</u>  |
|-------------------|---|
| Sept-Oct 79       | <p>Job-behavior "<u>characteristics</u>" i.e., data regarding the variety and pace of the Executive Manager's work style. Data will be collected by these secretaries during 4 randomly selected time periods covering a 4 week time frame. Observation periods will be of 4 hours duration. These data, since they differ in kind from the CBS data, do not serve a specific Design Control purpose. Rather, they are included to expand understanding of the Executive Manager role in the Agency. CBS data will describe "<u>what</u>" Executive Managers do. The data collected by the trained observers (the secretaries) will describe "<u>how</u>" Executive Managers accomplish their duties.</p> <p>5. Identify a small (approx. 50) representative and randomly selected group of Executive positions. Individuals in these positions will be interviewed only after they have completed the CBS. As a Design Control, focus of the interview will be upon elements of the CBS which proved problematic to the interviewee i.e., items which he/she feels may prove misleading or areas not covered by the CBS which he/she feels are critical in his/her position.</p> |
| Nov-Dec 79        | <p>1. Combine the several data bases (CBS data, Secretary Observer data, Interview data, OP Professional and Career data) and input to computer storage.</p> <p>2. Subject the data base to statistical analysis to produce:</p> <p>a. statistical descriptions of the Executive Management Group i.e., age, occupational roles, educational experience, etc;</p>   |

## Project Chronolog

| <u>Time Frame</u> | <u>Item/Activity</u>   |
|-------------------|--|
| Nov-Dec 79        | <ul style="list-style-type: none"> <li>b. statistical descriptions of the characteristics of Executive Management work i.e., the pace and variety;</li> <li>c. factor analysis of CBS data to identify Critical Job-behaviors common to Executive Management positions in the Agency;</li> <li>d. cluster analysis of CBS data to identify Executive Management positions which evidence high degrees of similarity in terms of Critical Job-behaviors (regardless of position title, Career Service designation or occupational specialty of the incumbent).</li> <li>e. statistical description of the comparisons between the EXECUTIVE and the RETIREE Groups (to evaluate possible changes in position job demands).</li> </ul> |
| Jan-Feb 80        | <ul style="list-style-type: none"> <li>1. Complete write-up of Monograph describing the Project and findings.</li> </ul>   |

## Special Comments

To accomplish the Project, it is necessary that CBS data be matched to Position as well as to OP professional and career data. This means that the CBS Questionnaires will carry an identifying code indicating the specific Position and individual. After statistical analysis, the subsequent results will be in the form of group data with the probability of individual identification eliminated. No reports of data analyses will be issued under circumstances which could compromise the implicit confidentiality under which Executive Managers provide the data for the Project. The responsibility to protect the confidentiality of the data must be clearly understood and supported.

The time and attention devoted to design of the total data base for the Project look to the future. The 'base' can readily absorb additional data regarding positions and personnel (can be extended to Grades below Executive-level and can be extended in

### Special Comments

time to include incumbents from the past and into the future as data are available). The data base is designed to support future DCI Fellowship Projects within the Center for the Study of Intelligence as well as to support research efforts by such Agency components as the Office of Personnel and the Office of Training.

Finally, the time and attention devoted to the design of the Survey Device used for data collection in the Project (the so-called 'CBS') also look to the future. The CBS has been constructed in a fashion to permit its use in describing behavioral job-demands of managerial positions outside the boundaries of Executive-level positions (with managerial positions at Grade-level GS-15 and below). Thus, the present data base as well as the CBS will remain as elements to support future research into Agency management functioning.

### Project Applications

The two primary products of the Project (factor analysis of the CBS data which yields the Dimensions of the behavioral job-demands of Executive Management positions; the cluster analysis of the CBS data which yields information relative to 'families' of positions highly similar to one another in terms of behavioral job-demands) will provide the requisite foundation for:

1. formulating criteria for selection into executive development programs;
2. defining needs to be met by executive development programs;
3. formulating criteria to assist in selection of on-board employees for advancement into executive management positions and, formulating criteria to assist in identification of promising candidates for direct-hire into executive or near-executive management-level positions;
4. supplying the foundations for a standardized set of performance appraisal criteria applicable to executive-level managers;
5. providing a set of guideposts (based upon job demands) for use in studying the impact of the structure of the reward system currently being developed for the Senior Intelligence Service.

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